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ABSTRACT

This annual report summarizes the activities and accomplishments of the Interstate Migrant Education Council (IMEC) during its 1986-87 project year. Extensive work on reauthorization legislation, planning for a national forum on youth-at-risk issues, and preparation of migrant education research were IMEC's major achievements during the period. IMEC's members, representing 16 states with 85% of the nation's rural migrant youth, were engaged in activities aimed at increasing the awareness of migrant students' needs among legislators, educators, and business leaders. Dialogue continued among specialists who, without IMEC, would not have had the vehicle to exchange ideas. IMEC's overall goals are aimed at increasing public awareness of the needs of migrant students, facilitating interstate cooperation among migrant education programs, and developing unique means to minimize difficulties faced by migrant students. Major IMEC achievements include: cooperation on recommendations for reauthorization of the Education Consolidation Improvement Act Chapter 1; planning and preparation for the National Forum for Youth At Risk in Washington, D.C.; publication of "Migrant Education: A Consolidated View," a comprehensive research effort; coordination of efforts with major education organizations; maintenance of linkages with federal programs and agencies; coordination with other migrant programs; participation in state-based workshops, conferences, and so forth; and publication of articles on migrant education. Plans for 1988 include focus on migrant demographics, the effects of the changing economics of agriculture on migrant education, and problems migrant students face in making the transition from secondary to postsecondary education. This document also includes a summary of the status of IMEC recommendations for federal legislation. (TES)

ANNUAL REPORT

1986-1987

Interstate Migrant Education Council

*A Special Project of the
Education Commission of the States*

*The Honorable
William D. Ford, Chairman*



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ANNUAL REPORT

1986-87

Interstate Migrant Education Council

A Special Project of
The Education Commission of the States

MEMBER STATES

Alaska
Arizona
Arkansas
California
Florida
Louisiana
Massachusetts
Michigan

Minnesota
New Jersey
New York
North Carolina
Oregon
Pennsylvania
Texas
Washington

Submitted by: **Congressman William D. Ford**, *Chairman*
Interstate Migrant Education Council

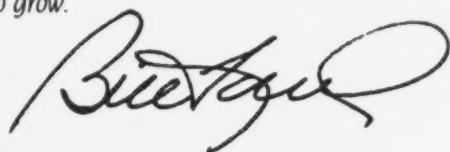
As this report went to press, the United States Senate was considering legislation already passed by the House of Representatives extending and revising 14 Federal elementary and secondary education programs including Chapter I Migrant Education. H.R. 5, The School Improvement Act of 1987, also known as the omnibus education reauthorization bill, contains significant funding increases and programmatic improvements aimed at increasing opportunities for our nation's educationally deprived children.

The Interstate Migrant Education Council (IMEC), in cooperation with the National Association of State Directors of Migrant Education (NASDME), played a significant role in the formation of Chapter I reauthorization. The organizations provided valuable documentation, testimony, and numerous recommendations—nearly all of which were incorporated into the final version of H.R. 5.

IMEC's work on reauthorization legislation is an example of how the structure of the organization can bring positive results. IMEC served as a facilitator in the Chapter I reauthorization process by bringing together a variety of interested parties. The council members served as advisors, lending their expertise to migrant educators and staff to finalize recommendations.

This annual report summarizes the activities of IMEC during the 1986-87 project year. I hope you will review this report and let us know if you have any suggestions for the Council.

IMEC continues to move forward with the collective intelligence and enthusiasm of an outstanding membership. With the spirit and dedication of our members, IMEC's contributions to the nation's migrant education program will continue to grow.



William D. Ford, Member of Congress
15th District, Michigan
Chairman, Interstate Migrant Education
Council



Interstate Migrant Education Council

Congressman William D. Ford, Chairman

Staff

Sen. John D. Perry, Senior Project
Consultant

Dr. Jim Gonzales, Senior Policy Analyst
Emmadine Speaks, Administrative Assistant

STEERING COMMITTEE MEMBERS

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Mr. Harvey Cromett
Program Manager, Migrant Education
Program
Alaska Department of Education

Arizona

Dr. J. O. Maynes, Jr.
Director, Migrant Child Education
State Department of Education

Arkansas

Mr. Homer Neal
Supervisor, Migrant Education Program
State Department of Education

California

Dr. Ramiro Reyes
Assistant Superintendent
Division of Categorical Support Programs
State Department of Public Instruction
Dr. Jack Schaeffer
Director of Migrant Education
State Department of Public Instruction

Florida

Dr. Ulysses Horne
Administrator, Federal Compensatory
Education
Dr. Douglas Crawford
Director, Division of Public Schools
State Department of Education

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Mr. Ronnie Glover
Director, Bureau of Migrant Education
State Department of Education

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Mr. Daniel McAllister
Director, Massachusetts Migrant Education
Program

Michigan

Ms. Cecilia Santa Ana
Supervisor of Migrant Education
State Department of Education

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Mr. Peter Moreno
Supervisor, Migrant Education Unit
State Department of Education

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Dr. Sylvia Roberts
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Bilingual Education
State Department of Education

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Mr. Richard Bove
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State Education Department

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Mr. Daniel Pratt
Chief Consultant, Migrant Education
State Department of Public Instruction

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Texas Education Agency
Dr. Ruben Olivares
Assistant Commissioner for Accreditation
Texas Education Agency

Washington

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Director, Supplemental Education Programs
Office of the Superintendent of Public
Instruction

Ex-officio Members

Mr. Winford "Joe" Miller
Director of Migrant Student Record
Transfer System
State Department of Education (Arkansas)
Mr. Robert Palaich
Senior Policy Analyst
Programs and Policy Studies
Education Commission of the States
Dr. John Staehle
Director, Office of Migrant Education
U.S. Department of Education

Invited Observers

President, National Association of State
Directors of Migrant Education
President, High School Equivalency Program/
College Assistance Migrant Program
State Directors, National Association of State
Directors of Migrant Education, from
non-IMEC member states

COUNCIL MEMBERS

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Dr. Paul Goodwin
Coordinator, Rural and Native Education
State Department of Education
Dr. Richard Spaziani
Deputy Director, Education Program
Support
State Department of Education

Arizona

Dr. Frances Amabisca
Superintendent, Avondale Elementary
District #44
Dr. Nicholas Silvaroli
Director, Reading Center
Arizona State University

Arkansas

Mr. Herman Lubker
Bald Knob
Dr. Ruth Steele
Director, General Education
State Department of Education

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Mr. Eugene Even
Superintendent, Butte County Schools

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Member, Florida Senate, District #28
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Executive Officer, Educational
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State Department of Education
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Education Director, ECAA

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Mr. Michael Daly
Executive Deputy Commissioner
State Department of Education
Mr. Ernest Mazzone
Director, Bilingual Bureau
Migrant Education Program

Michigan

The Honorable Donald Gilmer
Member, Michigan State House of
Representatives
Ms. Roberta E. Stanley
Executive Assistant Superintendent
for State and Federal Legislation
State Department of Education

Minnesota

Dr. Daniel Loritz
Assistant Director of the Minnesota
State Planning Agency
Ms. Jessie Montano
Supervisor, Limited English Proficient
Education Unit
State Department of Education
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Mr. Dennis Davis

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Dr. Theodore Drain

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Dr. Ronald Burge

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Mr. Boyd Swent

Superintendent, Umatilla County ESD

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The Honorable William Goodling

Member, U.S. House of Representatives

Mrs. Sheila Vance-Lewis

Special Assistant to the Secretary of
Education

State Department of Education

Texas

Mrs. Mary Helen Berlanga

Member, Texas State Board of Education

Ms. Delia Pompa

Assistant Commissioner for Program
Development

Texas Education Agency

Washington

Dr. Frank Brouillet

State Superintendent of Public Instruction

Mr. James Jungers

Superintendent

Othello School District

Executive Summary

Extensive work on reauthorization legislation, planning for a national forum on youth-at-risk issues, and preparation of a major research publication on migrant education were the major achievements of the Interstate Migrant Education Council's (IMEC's) 1986-87 project year.

IMEC's members, representing 16 states with 85 percent of the nation's rural migrant youth, were engaged in a variety of activities aimed at increasing the awareness of migrant students' needs among legislators, educators, and business leaders. Dialogue continued among specialists who, without IMEC, would not have had the vehicle to exchange ideas.

The overall goals set by IMEC are aimed at increasing awareness of the needs of migrant students among all sectors of society; facilitating interstate cooperation among migrant education programs, and developing unique means to minimize the difficulties faced by the migrant student population.

A host of activities over the past 12 months resulted in major achievements by the Council, including:

- Cooperation with the National Association of State Directors of Migrant Education



Dr. Ramiro Reyes, IMEC Steering Committee member from California, addresses IMEC meeting in San Francisco. Congressman William D. Ford and his staff assistant, Kristen Gilbert, are seated at head table.

on recommendations for Chapter I reauthorization. The final legislation passed by the U.S. House of Representatives incorporated virtually all of the organization's recommendations.

- Planning and preparation for The National Forum for Youth At Risk, an event IMEC is co-sponsoring with the Education Commission of the States. Forum activities currently under way in the states will culminate in a major conference December 10-12 in Washington, D.C.

- Publication of *Migrant Education: A Consolidated View*, the most comprehensive research effort yet undertaken by IMEC. The publication has generated national media attention and is being utilized as a definitive resource on migrant education.

- Coordination of efforts with major education organizations, including the Education Commission of the States, National Conference of State Legislatures, American Association of School Administrators, and the Council of Chief State School Officers.

- Maintenance of linkages with federal programs and agencies including health, agriculture, labor, and Head Start.

- Coordination with other migrant programs such as the High School Equivalency Program/College Assistance Migrant Project, the Migrant Student Record Transfer System, and the National Association of State Directors of Migrant Education.

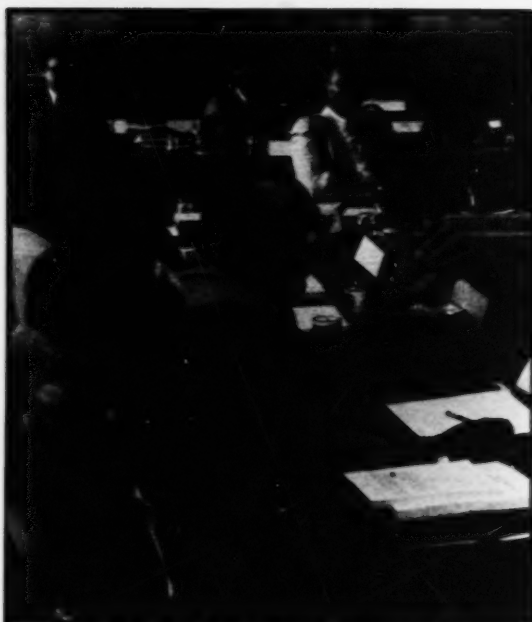
- Participation by IMEC staff in state-based workshops, conferences, etc.

- Articles on migrant education published in the *State Education Leader*, a publication of the Education Commission of the States.

Operational items of significance which occurred during the 1986-87 project year included:

- Continued participation of all member states and the addition of a 16th member—New Jersey.

- Council and Steering Committee meetings in Little Rock, Arkansas; Corpus Christi, Texas; and San Francisco, California.



Dr. Nicholas Silvaroli, IMEC member from Arizona, raises an issue with fellow Council members.

About the organization

The Interstate Migrant Education Council (IMEC) has played a major role in the migrant education program since 1976 through a cooperative agreement with the states for a consortium to address major issues affecting migrant students. Initially, the project was called the Interstate Migrant Education Task Force. The consortium was reconstituted in 1983 and became the Council at that time.

IMEC is a special project of the Education Commission of the States (ECS). The primary purpose of the Council is to serve as a forum to help resolve some of the educational difficulties experienced by mobile migrant students through promotion of interstate cooperation. Administrative offices for IMEC are located at ECS headquarters in Denver, Colorado.

A staff comprised of: John D. Perry, senior project consultant; Dr. Jim L. Gonzales, senior policy analyst; and Emmadine Speaks, administrative assistant, works with a Steering Committee and the Council to achieve project goals. The Steering Committee is made up of State Directors of

Migrant Education from member states plus ex-officio members from ECS, the U.S. Education Department, and the Migrant Student Record Transfer System (MSRTS). Observers also are invited from the High School Equivalency Program (HEP)/College Assistance Migrant Project (CAMP), and the National Association of State Directors of Migrant Education (NASDME). The Council consists of 32 members from participating states and includes congressmen, chief state school officers, state school board members, state legislators, local school district and government officials, and key state education department officials. Both the Steering Committee and the Council are chaired by the Honorable William D. Ford, Congressman from Michigan.

IMEC operates with funds contributed by member states, which commit a sum according to an agreed upon schedule of Chapter I Migrant Education Program Funds of the Education Consolidation Improvement Act.

The Governance Structure

The Steering Committee, comprised of 19 members and three ex-officio members, performs several functions related to the operation of the project, including selection of the chair. The Committee contracts with ECS to house the project, hires staff, approves the annual operational plan and the budget, and conducts an annual assessment of the Council's activities.

Project activities are initiated by the Council, which is comprised of individuals from member states. Each member of the Council has one vote, as does the chair. The state directors of migrant education or state agency representatives serve the Council in a non-voting advisory capacity.

The Council establishes priorities, determines specific goals, commissions research, provides testimony, and publishes its findings and resolutions. Forums, workshops, and seminars are sponsored by the Council to help implement its goals.

Council Goals

The Council has established four broad goals as continuing priorities to guide its work:

- 1) To continue to develop broad-based understanding among education, business, and government decision makers in order to create an awareness of the unique needs of the migrant student population.
- 2) To continue to facilitate opportunities for interstate cooperation through sharing of model programs that meet the needs of migrant students.
- 3) To identify major barriers and develop alternative solutions for minimizing the difficulties attributable to student mobility, intermittent attendance, limited English proficiency, and other factors.
- 4) To administer the project in an efficient, timely, and appropriate manner in order to insure the completion of proposed goals and objectives.

The manner in which the goals are achieved during the project year is based on activities carried out by the staff, Steering Committee, and Council. Among the principal activities undertaken during the 1986-87 project year were:

- Continuation of IMEC efforts to create linkages, share information, and initiate activities on behalf of the migrant student population.
- Coordination of Council activities with major educational organizations, such as ECS, National Conference of State Legislatures, American Association of School Administrators, and the Council of Chief State School Officers.
- Cooperation with other major migrant education organizations, including HEP/CAMP, MSRTS, and NASDME.
- IMEC staff participation in state-based workshops, seminars, etc.



Nancy Honig, President of the Quality Education Project, talks with Dr. Jack Schaeffer, IMEC Steering Committee member from California, and Ronn Friend, President of NASDME, before her address to IMEC members.

Accomplishments

A wide array of activities during the past project year has resulted in notable accomplishments by the Council, including:

- A cooperative effort with the National Association of State Directors of Migrant Education (NASDME) to provide data, testimony, and recommendations to Congress related to H.R. 5, The School Improvement Act of 1987. The legislation, also known as the omnibus education reauthorization bill, extends and revises 14 federal elementary and secondary education programs including Chapter I Migrant Education. IMEC members reviewed every section of current legislation relating to migrant education and asked migrant educators to make recommendations for changes. Each of the recommendations was debated by the full Council and brought to a vote. H.R. 5 was introduced by Congressman Augustus F. Hawkins and Congressman William F. Goodling, an IMEC Council member from Pennsylvania. Virtually all of the recommendations made by IMEC and NASDME were included in Chapter I of the School Improvement Act.
- Planning and preparation in conjunction with ECS for The National Forum on

SUMMARY OF IMEC/NASDME CHAPTER I REAUTHORIZATION RECOMMENDATIONS CONTAINED IN H.R. 5

Section I: Original Recommendations

Recommendation	Status
1. Coordination of migrant programs and MSRTS (143 Grants)	Incorporated in H.R. 5, p. 107, Sec. 1203(a)(1)(2)
2. Parental Involvement—PACs and (full year/summer only)	Incorporated in H.R. 5, p. 104, Sec. 1202(a)(4)
3. Coordination with HEP/CAMP	Incorporation in H.R. 5, P. 104, Sec. 1202(a)(2)
4. Sustained Gains	Incorporated in H.R. 5, p. 105, Sec. 1202(a)(6)
5. Age Range Expanded 3-21	Incorporated in H.R. 5, pp. 101-102, Sec. 1201(b)(1)
6. Payments for State Administration Increase to 1.5% and \$300,000	Partially incorporated in H.R. 5, p. 126, Sec. 1404(a)(1)(2)
7. Policy Manual	Incorporated in H.R. 5, pp. 133-135, Section 1437
8. National Standard Error Rate (5%)	Incorporated in H.R. 5, pp. 102-103, Sec. 1201(b)
9. National Certificate of Eligibility	Incorporated in H.R. 5, p. 103, Sec. 1201(b)(2)
10. Residency in a Project Area	Incorporated in H.R. 5, p. 105, Sec. 1202(b)

STATUS OF SUGGESTED AMENDMENTS TO H.R. 950 INCORPORATED IN H.R. 5

Amendment	Status
1. Coordination with programs—expand to include coordination with HEP/CAMP plus Head Start, Health, etc.	Incorporated in H.R. 5, p. 104, Sec. 1202(a)(2)
2. Coordination of migrant education activities—deletion of <i>non-profits</i> from language	Incorporated in H.R. 5, p. 107, Sec. 1203(a)(2)
3. National Secondary Credit Exchange—delete term <i>contracts</i> from language	NOT incorporated in H.R. 5, p. 108, Sec. 1203(a)(3)
4. Payments for State Administration increases to 1.5% and \$300,000	Partially incorporated in H.R. 5, p. 126, Sec. 1404 (a)(1)(2)
5. Even Start—5% set-aside for Administrative Costs	NOT incorporated in H.R. 5, pp. 70-78, Part B Even Start
6. Amend Secondary School Programs to establish migrant set-aside	Incorporated 3% set-aside in H.R. 5, p. 80, Sec. 1121(a)

Youth At Risk. Because migrant education has dealt with a student population perhaps at greatest risk of not completing secondary education, IMEC is taking the initiative to insure a major role for migrant education in the National Forum. State directors of migrant education and Council members will play key roles in Forum activities, including serving on Youth-At-Risk Task Forces in more than 40 participating states. The Task Forces are developing recommendations to take to the Forum event December 10-12 in Washington, D.C. The National Forum will synthesize the variety of activities conducted over the past several years related to dropout issues, and will pursue solutions through follow-up activities. Forum participants will put forth policy and program recommendations at the federal, state, and local levels for policymakers to consider. Governor Bill Clinton of Arkansas, an IMEC-member state, will serve as chair and convener of the Forum. Participants will include governors, chief state school officers, state education board members, key legislators, health and welfare officials, business representatives, and urban superintendents. Nationally recognized education experts, business leaders, and elected officials will speak at the Forum, which is expected to receive national media attention. The Forum should play a vital role in framing the education debate for the 1988

elections, and help to establish the education agenda through the year 2000.

- Publication of *Migrant Education: A Consolidated View*, the most comprehensive research effort yet undertaken by IMEC. The work is a descriptive analysis of the national migrant education program, with an historical account of its development. Included in the document is an overview of the demographics of the migrant population, the legislative and funding history of the migrant education program, and the service network. The effects of the educational reform movement on migrant students also is discussed. The publication has been described in news media across the country and hundreds of copies have been requested since its publication in July. Copies are available free of charge from IMEC.

- Publication of articles on migrant education in *State education Leader*, an ECS publication distributed nationally.

Operational items of significance which occurred during the past 12 months included:

- Renewed membership by all participating states and the addition of a 16th state—New Jersey.
- Steering Committee and Council meetings in: Little Rock, Arkansas; Corpus Christi, Texas; and San Francisco, California.
- Assistance to NASDME on planning for its 20th anniversary symposium.
- Dissemination of pertinent migrant education information to IMEC members on a regular basis.
- Preparation of proceedings reports for each Council meeting as well as quarterly reports on IMEC activities.



10 Dr. Jim Gonzales, IMEC Senior Policy Analyst, and Gervis LaFleur, IMEC member from Louisiana, take a break between Council sessions.

State Education Leader • March 1987

Migrant educators lend expertise to dropout prevention efforts

By Senate Senator John D. Pover, New York



Since the federal government established the Program for Migrant Children more than 20 years ago, a network of innovative educators has guided many migrant young people through completion of their secondary education.

Because the risk of dropping out is particularly great for young people who move from one school district to the next, a host of programs has been developed over the years to keep migrant students on track.

To succeed in school, migrant students must overcome the effects of poverty as well as the difficulties language and cultural barriers present. In recent years, school educators who serve populations with problems not unlike those of migrant students have been looking closely at the various components of migrant education.

have been fruitful. A team in a bi-lateral among states, the Interstate Education Council, notes information it agrees the sharing of a network of innovative educators has guided many migrant young people through completion of their secondary education.

As part of its desire to share information and techniques, IMEC, a special project of ECLS, currently is developing with ECLS and other organizations a major effort to focus national attention on potential and current dropouts. Last November, Arkansas Governor Bill Clinton, 1986-87, Chairman of ECLS, announced plans for an ECLS/IMEC sponsored National Forum for Youth at Risk. The goals of the forum are to examine state and national policies that affect youth at risk and to develop recommendations for policies that would enable all youth to maximize their educational potential.

In announcing the forum, Clinton opened the project "an avenue

Distinctive programs respond to migrant families' mobile lifestyle

by Representative William D. Ford (D-Mich.)



When the U.S. Congress began funding migrant education by amending the Elementary and Secondary Education Act of 1965, there was no question that the criteria for "disadvantaged" students

But what distinguished them from other students?

The answer was the mobility of migrant students and their families. Because these young people accompanied their families to work in search of seasonal agricultural work, pursuing a formal education was difficult and, often, considered impractical. The challenge facing migrant education was to adapt to their students' mobility and make education a high priority for migrant students. Since the

State Education Leader • Summer 1987

More resources said needed to solve migrant student problems

The school reform movement may create additional hardships for migrant students and their teachers, says a recent new report on migrant education.

Solving the problems of migrant students will require more resources to enable at-risk, migrant youth to cope with higher educational standards. Without this necessary ingredient in our newly formulated educational prescription, at-risk students may continue their exodus from schools throughout the country," according to Migrant Education: A Compendium.

The report is published by the Interstate Migrant Education Council (IMEC), a special ECLS project.

High-risk Population

The problems of migrant students—mobility, language barriers, poverty—continue to make the likelihood of educational failure greater than for their more geographically stable peers, the report notes. "The educational disadvantages encountered by migrant students can combine to create such formidable barriers to school completion that quitting school becomes an

Population Trends

While the general population is getting older—in 1985 there were more people over age 65 in the United States than teenagers—statistics on minority populations show a different trend. The 1990 Census revealed the average White American is 33 years old; the average Black 23 and the average Hispanic 22. Hispanics

A national, state or local stance that ignores these demographic facts and decides that there is a lessening need to tend to the educational needs of the minority student would be dangerous.



The IMEC report points out that federal support for migrant education has leveled off in recent years. The number of children served, it was disclosed by state over between the 1976-80 and 1982-83 school years. Federal funding dropped from \$283 million in

migrants farm labor. To prepare a child to take control of his or her own destiny is the greatest investment we, as a nation, can make. Copies of Migrant Education: A Compendium are available from IMEC, ECLS.

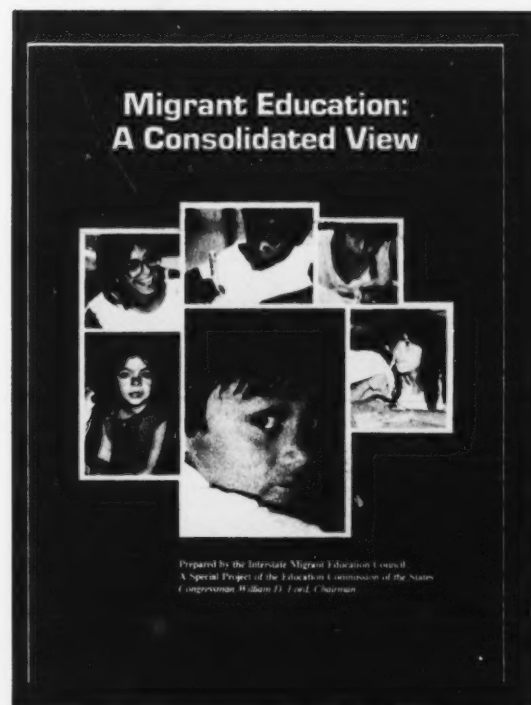
Looking to the future

A busy 1987-88 project year is ahead for IMEC. Members are prepared, upon request, to provide testimony before the U.S. Senate on Chapter I reauthorization legislation. IMEC will also provide recommendations on regulatory language related to reauthorization.

IMEC will continue to gather information on such issues as migrant demographics, the effects of the changing economics of agriculture on migrant education, and the problems migrant students face in making the transition from high school to college. This is part of IMEC's effort to insure that state and federal policymakers plan for future changes and serve all eligible migrant students.

The National Forum on Youth At Risk will occupy IMEC staff and members beyond the December event, with post-Forum activities carrying on throughout the year.

The Council, under the distinguished leadership of Congressman Ford and through the efforts of dedicated members, has continued to serve the migrant student well, but much remains to be done. IMEC's Steering Committee and staff are developing goals and objectives for the coming year. The organization will continue to pursue its priorities with energy and determination.



IMEC publications on *The National Forum for Youth At Risk* and *Migrant Education: A Consolidated View*, have attracted national attention.

The
National
Forum



for Youth At Risk